

REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR
APPLICATION FOR REZONING 2018-515 TO PLANNED UNIT DEVELOPMENT

SEPTEMBER 6, 2018

The Planning and Development Department hereby forwards to the Planning Commission, Land Use and Zoning Committee and City Council its comments and recommendation regarding Application for Rezoning Ordinance **2018-515** to Planned Unit Development.

Location: 0 A C Skinner,
between Belfort Road & Southside Boulevard

Real Estate Number(s): 154378 0000

Current Zoning District: Commercial Office (CO) &
Industrial Business Park (IBP)

Proposed Zoning District: Planned Unit Development (PUD)

Current Land Use Category: Community General Commercial (CGC) &
Business Park (BP)

Proposed Land Use Category: Community General Commercial (CGC)

Planning District: Southeast, District 3

Applicant/Agent: Paul M. Harden, Esq.
Law Office of Paul M Harden
501 Riverside Avenue, Suite 901
Jacksonville, Florida 32202

Owner: Jacksonville Transportation Authority
Nathaniel P. Ford, Sr.
100 N. Myrtle Ave
Jacksonville, Florida 32203

Staff Recommendation: APPROVE with CONDITIONS

GENERAL INFORMATION

Application for Planned Unit Development **2018-515** seeks to rezone approximately 17.37 acres of land from Commercial Office (CO) & Industrial Business Park (IBP) to PUD. The rezoning to PUD is being sought so that the property can be developed with a multi-family use (apartments) integrated with a permitted use (live-work units). A maximum of 370

dwelling units would be allowed for a density of 60 units per acre.

There is a companion Land Use Amendment, 2018-514 (L-5293-18C). The proposed LUA is to change the Business Park (BP) portion of the property, which is approximately 9.84 acres, to Community General Commercial (CGC).

CRITERIA FOR REVIEW

Pursuant to the provisions of Section 656.125 of the Zoning Code, the Planning and Development Department, Planning Commission and City Council (including the appropriate committee) shall evaluate and consider the following criteria of an application for rezoning to Planned Unit Development.

(1) Is the proposed zoning district consistent with the 2030 Comprehensive Plan?

Yes. The Planning and Development Department finds that if Ord. 2018-514 is approved, the subject property's Land Use category will be entirely located in the Community General Commercial (CGC) functional land use category as defined by the Future Land Use Map series (FLUMs) contained within the Future Land Use Element (FLUE) adopted as part of the 2030 Comprehensive Plan. According to the category description of the Future Land Use Element (FLUE), Community/General Commercial (CGC) in the Urban Area is intended to provide compact development in nodal and corridor development patterns, while promoting the advancement of existing commercial land uses and the use of existing infrastructure. Plan amendment requests for new CGC designations are preferred in locations which are supplied with full urban services and which abut a roadway classified as an arterial or higher on the Functional Highway Classification Map. While commercial uses are the primary intent for the CGC land use category, residential uses are permitted providing that the residential use is not the sole use of the development and that the residential use does not exceed 80% of the development. The maximum residential density for CGC in the Urban Area is 40 units/acre.

(2) Does the proposed rezoning further the goals, objectives and policies of the 2030 Comprehensive Plan?

The evaluation of the goals, objectives and policies of the Comprehensive Plan can be found later in this report.

(3) Does the proposed rezoning conflict with any portion of the City's land use Regulations?

The written description and the site plan of the intended plan of development, meets all portions of the City's land use regulations and furthers the intent of the regulations by providing specific development standards.

Pursuant to the provisions of Section 656.341(d) of the Zoning Code, the Planning and Development Department, Planning Commission and City Council (including the appropriate committee) shall evaluate and consider the following criteria for rezoning to Planned Unit Development district:

(1) Consistency with the 2030 Comprehensive Plan

In accordance with Section 656.129 Advisory recommendation on amendment of Zoning Code or rezoning of land of the Zoning Code, the subject property is within the following functional land use categories as identified in the Future Land Use Map series (FLUMs): Community General Commercial (CGC).

This proposed rezoning to Planned Unit Development is consistent with the 2030 Comprehensive Plan, and furthers the following goals, objectives and policies contained herein, including:

- Policy 1.1.2 As depicted on the FLUM series, Development Areas have been established to determine appropriate locations for land uses and densities and consist of five tiers of development intensities ranging from high density infill development in the historic core to very low density in the outlying rural areas. These include: the Central Business District (CBD); the Urban Priority Area (UPA); the Urban Area (UA); the Suburban Area (SA); and the Rural Area (RA). These Development Areas determine differing development characteristics and a gradation of densities for each land use plan category as provided in the Operative Provisions of this element.
- Policy 1.1.12 Promote the use of Planned Unit Developments (PUDs), cluster developments, and other innovative site planning and smart growth techniques in all commercial, industrial and residential plan categories, in order to allow for appropriate combinations of complementary land uses, and innovation in site planning and design, subject to the standards of this element and all applicable local, regional, State and federal regulations.
- Policy 1.1.22 Future development orders, development permits and plan amendments shall maintain compact and compatible land use patterns, maintain an increasingly efficient urban service delivery system and discourage urban sprawl as described in the Development Areas and the Plan Category Descriptions of the Operative Provisions.
- Policy 1.2.9 Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site. New septic tanks in this area maybe permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.
- Objective 2.10 Apply urban development characteristics as defined in this element to suburban mixed-use development projects as a means of promoting the development of complementary uses that include cultural, recreational, and integrated commercial and residential components, in order to reduce the negative impacts of urban sprawl.
- Goal 3 To achieve a well-balanced and organized combination of residential, non-residential, recreational and public uses served by a convenient and efficient

- transportation network, while protecting and preserving the fabric and character of the City's neighborhoods and enhancing the viability of non-residential areas.
- Objective 3.1 Continue to maintain adequate land designated for residential uses which can accommodate the projected population and provide safe, decent, sanitary and affordable housing opportunities for the citizens. Protect single-family residential neighborhoods by requiring that any other land uses within single-family areas meet all applicable requirements described in the Development Areas and the Plan Category Descriptions of the Operative Provisions of the 2030 Comprehensive Plan and Land Development Regulations.
- Policy 3.1.6 The City shall provide for development of a wide variety of housing types by area, consistent with the housing needs characteristics and socioeconomic profiles of the City's households as described in the Housing Element.
- Objective 3.2 Continue to promote and sustain the viability of existing and emerging commercial and industrial areas in order to achieve an integrated land use fabric which will offer a full range of employment, shopping, and leisure opportunities to support the City's residential areas.
- Policy 3.2.4 The City shall permit expansion of commercial uses adjacent to residential areas only if such expansion maintains the existing residential character, does not encourage through traffic into adjacent residential neighborhoods, and meets design criteria set forth in the Land Development Regulations.

To ensure compliance with the provisions of the Comprehensive Plan, zoning staff should analyze the proposed zoning application in relation to the following goals, objectives, policies and/or text of the 2030 Comprehensive Plan. This analysis should be included within the staff report for the zoning application.

Airport Environment Zone

The site is located within the 500 foot Height and Hazard Zone for the Jacksonville Naval Air Station. Zoning will limit development to a maximum height of less than 500', unless approved by the Jacksonville Aviation Authority or the Federal Aviation Administration. Uses located within the Height and Hazard Zone must not create or increase the potential for such hazards as electronic interference, light glare, bird strike hazards or other potential hazards to safe navigation of aircraft as required by Section 656.1005.1(d).

Future Land Use Element

- Objective 2.5 Support and strengthen the role of Jacksonville Aviation Authority (JAA) and the United States Military in the local community, and recognize the unique requirements of the City's other airports (civilian and military) by requiring that all adjacent development be compatible with aviation-related activities.

Archaeological Sensitivity

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of high sensitivity for the presence of archaeological resources.

Projects that move forward through the Site Review process may be required to perform a Professional Archaeological Reconnaissance Survey. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

Historic Preservation Element

Policy 1.2.6 The Planning and Development Department shall maintain and update for planning and permitting purposes, a U.S.G.S. series of topographic maps upon which recorded archaeological sites are shown.

Flood Zones

Approximately 3.0 acres of the subject site is located within either the 0.2 PCT Annual Chance Flood Hazard or AE flood zones (Attachment E). Flood zone designations are assigned by the Federal Emergency Management Agency (FEMA). FEMA defines the various flooding characteristics of different lands based on a 100-year storm. The 100-year storm of Special Flood Hazard Area (SFHA) refers to a flood occurring from a storm event that happens an average of every 100 years. This does not mean that a storm of this type will happen every 100-years. There is a 1-percent chance that a storm of this magnitude will occur in any given year.

The 0.2 PCT Annual Chance Flood Hazard flood zone is defined as areas within the 500-year floodplain and outside of the SFHA. Flood insurance is not mandatory within these flood zones. The areas are deemed to be subject to moderate flood hazards. The AE flood zone is defined as areas within the 100-year floodplain or SFHA where flood insurance is mandatory. Any development within the floodplain will be required to comply with Chapter 652, the Floodplain Management Ordinance.

Conservation /Coastal Management Element (CCME)

Policy 1.4.4 The City shall require all development within the 100-year flood plain to be in strict conformance with all applicable federal, State, regional and local development regulations.

Policy 2.7.1 The City shall continue to define the surface hydrology of the area to determine flood plain vulnerability and sensitivity, and will determine appropriate protection measures.

Policy 2.7.3 The City shall protect appropriate floodplain areas for the public benefit and restore degraded floodplain areas by:

- A. Land acquisition or conservation easement acquisition;
- B. Regulation, including setbacks, buffer zones, designated wildlife corridors, low density zoning, performance standards and open space requirements; and
- C. Incentives, including tax benefits and transfer of development rights.

(2) Consistency with the Concurrency Mobility and Management System

Pursuant to the provisions of Chapter 655 Concurrency and Mobility Management System of the Ordinance Code, the development will be required to comply with all appropriate

requirements of the Concurrency and Mobility Management System (CMMSO) prior to development approvals. On August 15th, 2018 the CMMSO provided the following comment; the agent/owner/developer will need to apply for a CRC application that may be receiving credits from an existing Fair Share/Development Agreement or Mobility Fee Contract. If this proposed development does not receive credits from an existing application with the CMMSO, then the applicant will also need to file and apply for a Mobility Fee Calculation Certificate Application.

(3) Allocation of residential land use

This proposed Planned Unit Development intends to utilize lands for a multi-family development. This proposed development will not exceed the projected holding capacity reflected in Table L-20, Land Use Acreage Allocation Analysis For 2030 Comprehensive Plan's Future Land Use Element, contained within the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan.

(4) Internal compatibility

This proposed PUD is consistent with the internal compatibility factors with specific reference to the following:

The existence or absence of, and the location of open spaces, plazas, recreational areas and common areas: The site shall comply with the requirements of the Zoning Code for recreation and open space. The site plan provided (EXHIBIT E) shows a park/dog park on the south side of the property as well as an amenity center with pool.

The use of existing and proposed landscaping: The property shall be developed in accordance with the requirements of Part 12 Landscaping Regulations of the Zoning Code.

The treatment of pedestrian ways: Pedestrian access shall be provided by sidewalks installed in accordance with the 2030 Comprehensive Plan.

The use and variety of building groupings: The site plan shows a mix of carriage houses, placed along A C Skinner Parkway and apartment buildings internal to the site.

Compatible relationship between land uses in a mixed use project: If approved the subject property will be located in the CGC functional land use category. CGC requires that multi-family use (apartments) integrated with a permitted use be a minimum 20% commercial and maximum 80% residential. The proposed PUD would allow for at least 20% of the units to be used for live-work units.

(5) External Compatibility

Based on the written description of the intended plan of development and site plan, the Planning and Development Department finds that external compatibility is achieved by the following:

The type, number and location of surrounding external uses: The proposed development is located in on a large undeveloped piece of property along A C Skinner Parkway. Properties along A C Skinner are developed as business parks and multi-family dwellings. The proposed multi-family development integrated with a permitted commercial use (live-work) at this location complements the existing hospital, various office and commercial uses by increasing the housing options for those that are employed in the immediate area. The density is similar to other apartment complexes along A C Skinner Parkway to the east.

The Comprehensive Plan and existing zoning on surrounding lands: The adjacent uses, zoning and land use categories are as follows:

Adjacent Property	Land Use Category	Zoning District	Current Property Use
North	CGC	CO	Wetlands/Retention
East	RPI	CRO	Apartments/Multi-Family
South	BP	IBP	Wetlands
West	BP	IBP	Wetlands/Retention

(6) Intensity of Development

The proposed development is consistent with the CGC functional land use category and is a multi-family development integrated with a permitted commercial use (live-work) be a minimum 20% commercial and maximum 80% residential. The proposed PUD would allow for at least 20% of the units to be used for live-work units meeting CGC requirements. The PUD is appropriate at this location because it will support the existing offices, service establishments and hospital in the area.

The location of various proposed uses within the proposed PUD and the degree of compatibility of such uses with each other and with surrounding uses: The proposed multi-family development, integrated with a permitted commercial use (live-work), at this location complements the existing hospital, various office and commercial uses by increasing the housing options for those that are employed in the immediate area. The density is similar to other apartment complexes along A C Skinner Parkway to the east.

The existing residential density and intensity of use of surrounding lands: Multi-family developments to the east of the subject property are constructed to a similar density to the proposed units for the PUD.

The availability and location of utility services and public facilities and services: The site will be required to be serviced by JEA for water and sewer.

The site is served by the following schools:

SCHOOL	CONCURRENCY SERVICE AREA	STUDENTS GENERATED	SCHOOL CAPACITY (Permanent/Portables)	CURRENT ENROLLMENT 20 Day Count (2017/18)	% OCCUPIED	4 YEAR PROJECTION
Beauclerc ES #230	4	62	1,041	799	77%	81%
Southside MS #211	3	27	977	842	86%	85%
Englewood HS #90	3	34	1,864	1,856	100%	96%

- Does not include ESE & room exclusions
- Analysis based on **370** dwelling units

The amount and size of open spaces, plazas, common areas and recreation areas: The site shall comply with the requirements of the Zoning Code for recreation and open space. The site plan provided (EXHIBIT E) shows a park/dog park on the south side of the property as well as an amenity center with pool.

(7) Usable open spaces plazas, recreation areas.

The site shall comply with the requirements of the Zoning Code for recreation and open space. The site plan provided (EXHIBIT E) shows a park/dog park on the south side of the property as well as an amenity center with pool.

(8) Impact on wetlands

Wetlands will be permitted according to local, state, and federal requirements.

(9) Listed species regulations

No wildlife survey was required as the project is less than the 50-acre threshold.

(10) Off-street parking including loading and unloading areas.

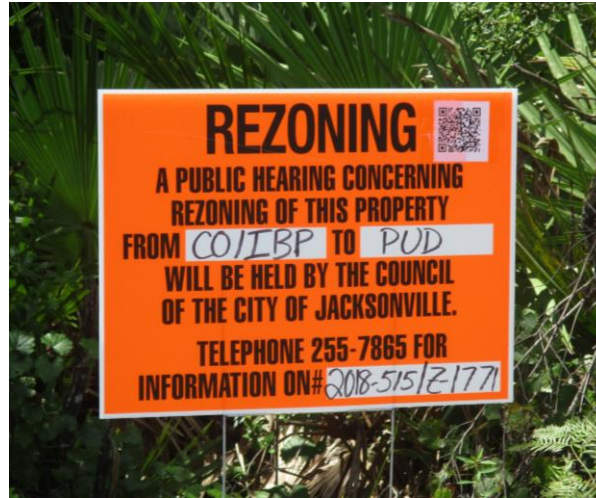
The site will be developed in accordance with Part 6 of the Zoning Code, except the ratio shall be 1.75 parking spaces per unit. The subject property will also comply with all bicycle rack requirements. Parking spaces will be provided as a mix of tuck in garages and surface parking throughout the site.

(11) Sidewalks, trails, and bikeways

Pedestrian access shall be provided by sidewalks installed in accordance with the 2030 Comprehensive Plan.

SUPPLEMENTAL INFORMATION

Upon visual inspection of the subject property on August 16, 2018, the required Notice of Public Hearing sign was posted.



RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning and Development Department that Application for Rezoning 2018-515 be **APPROVED with the following conditions:**

- a) The subject property is legally described in the original legal description dated July 24, 2018.
- b) The subject property shall be developed in accordance with the original written description dated July 24, 2018.
- c) The subject property shall be developed in accordance with the original site plan dated June 20, 2018.
- d) The developer will comply with comments from Traffic Engineering received on August 21, 2018 regarding traffic flow and access:
 - a. Provide a traffic study to determine the need for signalization and a right turn lane at the entrance, the length of the deceleration lane shall be based on the design speed of AC Skinner Parkway in accordance with FDOT design standards. The queue length if needed will be determined by the traffic study.
 - b. There is currently no median openings in this part of AC Skinner Parkway. A left turn lane will be required at the proposed median opening. The length of the left turn lane will be based on the design speed of AC Skinner Parkway in accordance with FDOT design standards. The queue length shall be a minimum of 100 feet or longer if determined by the traffic study.

- c. The existing median trees shall be removed where need for driver visibility. The developer will comply with appropriate landscape regulations for tree mitigation.
 - d. If the site is to be gated, the developer will provide a queuing study and ensure that at no time will queuing vehicles extend into the City right of way.
- e) The developer will comply with the memo from the Transportation Planning Division regarding Part 6 requirements for bicycle parking.
- f) Prior to the first final inspection within any phase of development, the owner or their agent shall submit to the Planning and Development Department for its review and approval either (a) an affidavit documenting that all conditions to the development order have been satisfied, or (b) a detailed agreement for the completion of all conditions to the development order.



Subject Property

Source: COJ, Planning & Development Department
Date: August 16, 2018



**Condominiums to the east along A C Skinner Parkway
(4916 Sunset Marina Drive): Summer Key Condominiums**

Source: COJ, Planning & Development Department
Date: August 16, 2018



**Apartment Complex to the northeast along A C Skinner Parkway
(8649 A C Skinner Parkway): The Loree Apartments**

Source: COJ, Planning & Development Department
Date: August 16, 2018